

MPA CORE -- PUBLIC MANAGEMENT

PP5803 -- SEMESTER II -- 2016/17

Instructor:	Dr Zeger van der Wal Assistant Dean (Research), Associate Professor, sppzvdw@nus.edu.sg
Consultation Hours:	By appointment
Class Hours:	Tuesdays, 09.00-12.00
Venue:	MM SR 3-5
Teaching Assistants:	Anita Dhillon, MPP Senior, e0001128@u.nus.edu Mariyam Raza Haider, MPP Senior, mariyam.haider@u.nus.edu

Course Description

Increasingly, public managers operate in a VUCA world – characterized by volatility, uncertainty, complexity, and ambiguity. The VUCA world offers challenges but at the same time unlimited opportunities for innovative, effective, and citizen-centric public service delivery. This course provides you with strategies and action perspectives to turn challenges into opportunities. PP5803 will be the first course offered at the school based on the instructor's brand new textbook *The 21st Century Public Manager*, published with Macmillan in February 2017.

Public managers are increasingly answerable to various stakeholders including those within hierarchical structures of the organization, parent and sister agencies, political parties and politicians, private companies, citizens and civil society groups as well as international actors and organizations. Aside from having to work with these various stakeholders with their own distinct agendas and powers, public managers are often caught in policy dilemmas as they are tasked to effectively carry out policy promises in challenging contexts. On the other hand, if they manage to leverage the strengths, expertise, and added (financial) value offered by these stakeholders they are able to produce more public value at less cost.

This forward looking course will provide you with tools, cases, examples and best practices of thinking about public management in the 21st century. Case studies and class discussions throughout the course will ensure continuous linkage between research evidence and recent scholarly insights and the tough everyday life work of managers aspiring to create public value. Most importantly, your own rich experiences and real-life examples of both successes and failures will ensure insights from general examples and evidence will feed back into your own professional world, and vice versa.

Learning Objectives

Upon completion of the course, you should be able to:

- Make use of important core concepts and tools of public management
- Analyze and understand different aspects and problems of real-life public management practices
- Make effective and realistic recommendations on how to improve real-life public management problems
- Showcase improved writing, discussing, collaborating, presenting, and argumentation skills.

Pedagogy

The pedagogy for this course includes short lectures, guest lectures from (former) senior practitioners, class discussions, small group breakout sessions, and case-based problem solving activities. Through individual assignments, you will practice analytical and writing skills, including how to write clear concise memos and reflection pieces. You will also learn how to express yourself effectively in group discussions and plenary Q&A sessions in class.

Needless to say, throughout the entire course you will be challenged to think about public management challenges from many different, sometimes rivalry, perspectives. You will be asked on the spot for your opinions and reasons for your arguments. Thus, by the end of the course you will have developed the skills to critically think, make logical arguments, and provide solutions to problems. It is crucial to emphasize that the course does not aim to provide off-the-shelf solutions to problems; it aims to produce public managers that can 'think' and make good decisions on their own.

Student participation is an important part of the course. Students are expected to learn from and build constructively on comments their peers, and provide helpful feedback. This will form a considerable portion of the final grade. **Laptops are allowed if used for class purposes but smartphones are to be switched off before our class starts.**

* Note: In order to maximize the learning experience and maintain a good learning environment both in class and outside the classroom, it is important to keep in mind the following points:

- Tolerate and celebrate differences in opinions. Be respectful to others.
- Listen carefully to different opinions.
- Express your opinions clearly. Do not dominate discussions.
- Always have an opinion or point of view. Make an effort to participate.
- Never be shy to ask questions, no matter how difficult or simple they are.

Assignments

1. Class Participation (30%)

You will be assessed in terms of your contribution to the discussions on the cases and required readings, and how well you've prepared. You must fully participate in class discussions. Make sure you have thought about your ideas carefully. And always ask yourself: "*How can I contribute constructively and meaningfully to our class discussion on this topic?*" rather than "*How can I just get my views across as assertively as possible?*" Given this module's large class size, the assessment will be based on your individual contributions as well as your contributions during break out case discussion sessions in smaller teams and subsequent plenary case discussion. Readings per session will generally not exceed 40 pages + the case study.

Each week from week 2 onwards, your participation will be evaluated with a mark ranging from 0 (not present), 1 (physically present), 1.5 (participating at the required minimum), 2 (participating in a way that displays adequate preparation and effort to make the session a better one for all of us), and 2.5 (participating in a way that elevates the class discussion to great heights and contributes to *all our learning* – rather than just showing off; without you this session wouldn't have been what it was).

We will collectively manage an active discussion forum on IVLE. You are encouraged to post examples, viewpoints, interesting links, and questions as a response to and/or follow up on class discussions. Participation on IVLE is counted towards class participation.

2. Six Bi-weekly 1-Page Statements (30%)

In weeks 3, 5, 8, 10, 12 and 13 you will submit a short and to-the-point 1-page position statement of max. 400 words on Monday at 12 PM latest in response to questions showed at the end of the preceding lecture (and on IVLE straight after), about:

1. The readings for that week (two questions);
2. The case for that week (two questions);
3. In addition, you will add 2 issues and/ or questions you'd like to see clarified and addressed in class that week.

Your statements and questions will serve two purposes: they will prepare you effectively for the session at hand and aid me in tailoring the session according to your interests, needs, and demands.

A total of 6 position statements will each get a mark ranging from 1 (submitted but of poor quality), 2 (submitted, of moderate quality), 3 (submitted, of sufficient quality), 4 (submitted, of good quality, indicating higher-level understanding of readings and case and well formulated class questions), to 5 (submitted, of excellent quality; take-aways and class questions provide new insights to instructor and peers and are likely to considerably elevate the level of class discussion). If you don't submit your statement on time you will get 0 marks for that week.

In week 8, each of you will receive your marks so far for your class participation and weekly statements to get an idea of where you stand, including some 'feed-forward' on how to improve if applicable.

3. Group TED Talks on a 21st Century Management Challenge (and How You Dealt With It!) (20%)

In weeks 5, 6, 8, 9, 10, 11, and 12 you and your group members will present on your experience in dealing with one of the seven demands on public managers outlined in the book. In those weeks, we'll have 2 group presentations in each session. Each group will have 4 members and its composition will be based on your ranking of topics of interest at the start of the course. You are encouraged to discuss your ideas with the instructor prior to your presentation.

4. Take-Home Individual Decision Memo (20%)

On Monday 1 May at 5 PM, you will submit an individual decision memo based on a case that will be shared with you towards the end of the module. The word limit is 1,500 words (including references, footnotes, figures, and tables). Please submit via IVLE. Late submissions will be penalized accordingly. The 7 guidelines to "excellent memo writing" were discussed during orientation week. Further instructions will follow.

You should write your decision memo as though you are an external consultant or policy advisor who has been asked to provide guidance, feedback, and recommendations to the lead actor in the case. You must offer specific examples and recommendations as a response to the key questions provided at the end of the case. It is important to fully develop and argue your recommendations. Do not simply present a bulleted list of options. The decision maker requesting your memo wants recommendations that can be implemented; therefore, *you must justify them*. Part of this justification should include the implications, positive *and* negative, of pursuing a particular strategy or decision based on your recommendations, supported by evidence, data, and relevant sources.

At any time, you are welcome to visit the instructor and the TAs during office hours to discuss assignments or any questions you may have. Both the instructor and the TAs can also be reached via e-mail.

Penalties will be imposed for late assignments. The grading scale ranges from A+ to F. The NUS norm is that no more than 1/3 of students in core modules will receive a grade in the A range (A- to A+).

About the instructor

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Zeger van der Wal is a seasoned lecturer, researcher, and consultant in the areas of work motivation, organizational values and culture, integrity management, administrative reform, and performance management. Currently, he is a senior Faculty member at the Lee Kuan Yew School of Public Policy, based at Asia's no. 1 university NUS. He is also co-curator of the *Future of Government* initiative of the World Economic Forum. In 2014, he was awarded the prestigious Humanities and Social Sciences (HSS) Faculty Research Fellowship as well as the school's Teaching Excellence Award. In January 2015, he was appointed Assistant Dean of Research and Associate Editor of *Public Administration Review*, one of the oldest and most reputed journals in the field. In March 2015, NUS bestowed the Annual Teaching Excellence Award (ATEA) upon him. In 2016, he won the *Asia Pacific Journal of Public Administration* Best Article Award for his paper on Public Service Motivation in non-Western settings.

In recent years, he has developed an active portfolio of over 40 executive education and consulting assignments on a variety of public management issues. Clients include: UNDP, Toyota Asia-Pacific, VISA, Central Bank of the Philippines, Executive Council of the Dubai Government, Civil Service Development Institute Taiwan, Malaysia Anti-Corruption Academy, Home Team Academy Singapore, Ministry of Transport Singapore, Monetary Authority Singapore, Indian Economic Service, Indonesian Auditor's Office, Indian Revenue Service, Ministry of Finance, Indonesia, Civil Service College Singapore, Ministry of Home Affairs, The Netherlands, GIZ, and the Public Service Commission of Sri Lanka.

Van der Wal has educated and trained over 2500 graduate students and senior officials across the globe. Case teaching is one of his great passions. In 2015 and 2016 he took the introductory and advanced course in the case teaching method at Harvard Business School to perfection his case teaching skills. Teaching, research, and consulting assignments have taken him to Australia, Brunei, Cambodia, China, Hong Kong SAR, India, Japan, Kazakhstan, Laos, Malaysia, Oman, Singapore, Thailand, The Netherlands, UK, USA, the United Arab Emirates, and Vietnam. He has held visiting fellowships at American University and Syracuse University in the USA, and Australia National University.

He has (co)authored over 80 publications, including books, journal articles, and op-ed pieces in magazines and newspapers. Top-tier journals which have published his work include *International Public Management Journal*, *Public Administration Review*, *Public Administration*, *Administration & Society*, *American Review of Public Administration*, *Public Management Review*, *Asia Pacific Journal of Public Administration* and *Journal of Business Ethics*. His main publications have been translated into Russian and Chinese. In February 2017, his textbook "*The 21st Century Public Manager*" geared towards MPA, MPM, and Executive Education classrooms, will be published with Palgrave Macmillan.

He obtained his PhD in Public Administration *cum laude* (with distinction) from VU University, The Netherlands, in 2008. In that same year, he was awarded the National Postdoc Award from the Netherlands Institute of Government (NIG). He worked at the VU University as Assistant Professor from 2008 to 2012. Before he entered academic life, Zeger worked as policy maker for the Municipality of Amsterdam, and later as project assistant in the healthcare domain for the Province of Southern Holland. Prior to starting out his career as a civil servant received his Master's in Political Science from the University of Amsterdam in 2001.

COURSE SCHEDULE

Week 1 (10 January): Being a *Public Manager* in a VUCA world

In this introductory session, we will go through the course outline, rationale, and expectations. We will also discuss the case method and how you can best prepare for a case discussion in class, and start forming groups for the rest of the semester. We will agree on a mutual contract to ensure these 13 weeks will be the best educational experience of a life time. In the second half of class, we will set the stage for the remainder of this course by deconstructing the components of the VUCA world. Also, we will discuss if public managers are a unique species of managers compared to other types of managers, and why that is – and perhaps should be – the case (or not).

Readings:

- Van der Wal, Z. (2017). *The 21st Century Public Manager*. London: Palgrave Macmillan. Chapter 1.
- Allison, G. (1979). *Public and Private Management: Are they fundamentally alike in all Unimportant Aspects?* In: Shafritz, G.M. and A.C. Hyde, *Classics in Public Administration*.

Week 2 (17 January): ‘Old’ and ‘New’ in Public Management

In our second session, we contrast ‘old’ and ‘new’ in public management. New paradigms and practices of public management have come in and out of fashion over the past 150 years. Many of these are context, country, and regime dependent and characterized by recurrence and recycling rather than a simple replacement of previous practices and approaches. We will critically compare and contrast how (thinking about) skills, roles, and values of public managers ha(s)ve evolved over the past century, and as such, how 20th century public managers (should) differ from 21st century public managers.

Readings:

- Van der Wal, Z. (2017). *The 21st Century Public Manager*. London: Palgrave Macmillan. Chapter 2.
- http://www.theguardian.com/politics/2016/jan/27/sir-jeremy-heywood-most-potent-permanent-elusive-figure-british-politics?CMP=share_btn_link

Class exercise:

- What should be the two most important skills for public managers 10 years from now? Are they ‘traditional’ or ‘new’ skills?
- What types of HR structures and training regimes are most likely to produce such skills?

Week 3 (24 January): Trends, Drivers, and 7 Managerial Demands for the 21st Century

This week, we map out and discuss key trends and drivers affecting all of us in the decades to come, no matter where we work. We will pay attention to gradual, more predictable megatrends such as ageing, globalization, climate change, and ultra-urbanization as well as less visible and potentially more disruptive micro trends or ‘butterfly effects’: sudden shocks and crises that put strain on public managers and their constituencies. Collectively, we will map some of the – yet unknown – trends and drivers affecting your working life in the years to come and discuss how they will impact your opportunities to create public value.

Then, we’ll zoom in on the seven key managerial demands that will structure the remainder of this module, such as ‘managing the new work (force)’ and ‘managing innovation forces’. We examine and discuss how these key demands translate into dilemmas – tough choices reinforced by the ambiguous nature of the demands – as well as unprecedented opportunities for producing public sector excellence. The latter is crucial as this module wants to unleash action perspectives and innovative solutions rather than reinforce a ‘complaint session’ like many books and speeches on the future of government do these days.

Readings:

- Van der Wal, Z. (2017). *The 21st Century Public Manager*. London: Palgrave Macmillan. Ch. 3 and 4.
- Van der Wal, Z. (2017). *The Future of Government*. LKYSPP/WEF Whitepaper.
- Wharton Business School (2013). *Lessons in Leadership from the Fukushima Leadership Disaster*.

Optional:

- KPMG (2013). *Future State 2030*. KPMG: KPMG.

Class exercises:

- We will map the three most important megatrends for your context and discuss their managerial implications in break out groups, drawing on the leadership lessons from the Fukushima (or “3/11” disaster).
- What should the public manager in the “Public Management 2025” case do? We will design an action plan in class.

Week 4 (31 January): Program Management and Program Evaluation**Guest Session: Dr Gambhir Dev Bhatta, Technical Advisor (Governance), Chief of Governance Thematic Group, Asian Development Bank (ADB)**

For this week’s session, you will be in the capable hands of Dr Gambhir Dev Bhatta, a widely-experienced former government official and consultant who has been with the ADB since 2005. Prior to joining the Bank in 2005, he was Senior Advisor in the New Zealand public service. He has more than 25 years of experience in governance and public sector management in advisory, policy planning, and program development and management realms across 4 continents. Gambhir has taught at universities across the globe.

Gambhir will share key insights on how the ADB manages large-scale programs, including PPPs, and evaluates their effectiveness.

Readings and cases: To be announced

Week 5 (7 February): Managing Stakeholder Multiplicity

Creating, implementing, and delivering programs, policies, and services effectively increasingly requires the involvement of a highly diverse set of – supportive as well as adversarial – stakeholders. But how do you know which stakeholders matter most and why? How to make sure negligence of stakeholders will not lead to future legitimacy gaps? How do you develop antennae to keep stakeholders on your radar? What kind of new skills are required in the areas of communication, negotiation, framing and branding, and social media management?

Readings:

Van der Wal, Z. (2017). *The 21st Century Public Manager*. London: Palgrave Macmillan. Chapter 5.

Case: A Heritage Worth Saving? (The Electronic Hallway).

TED talks 1 and 2.

Week 6 (14 February): Managing Authority Turbulence

In recent years, we have witnessed fundamental shifts in power structures and traditional notions of hierarchy and authority, even in countries with fairly top-down, authoritative governance structures. The Arab Spring, Occupy Central, and the surge of populist leaders in different continents are all examples of how assertive, individualized stakeholders question authority and denounce traditional ‘elitist’ institutions and ways of governing. This increasing political and authority turbulence will force public managers to continuously justify their legitimacy through performance, internally and externally. It will also challenge them in meeting their end of the ‘public service bargain’: providing frank and critical expert advice to the government of the day in exchange for loyalty and politically neutral implementation and service delivery. Authority has to be acquired – and earned – every day through accountable and effective performance. Political astuteness, distributive leadership and crisis management are key competencies discussed here.

Readings:

- Van der Wal, Z. (2017). *The 21st Century Public Manager*. London: Palgrave Macmillan. Chapter 6.
- Van der Wal, Z. (2016). Who wants to work for government in an era of populism? *The Straits Times*, 22 November 2016.

Case: The Corrections Chief and the Minister (ANZSOG; 16 pages)

TED talks 3 and 4.

-----18-26 FEBRUARY RECESS WEEK-----

Week 7 (28 February): Making Agencies Work Together: A Mission Impossible?
Guest Session: Dr Adam Graycar, Former Head of Cabinet Office, Government of South Australia (TBC)

Adam Graycar is currently a Professor of social and policy studies at Flinders University in Adelaide, Australia. In the past 35 he has held a wide range of academic and government posts. His most recent government position was Head, Cabinet Office, Government of South Australia (2003-2007). He also had nine years (1994-2003) as Head of a Commonwealth Statutory Authority. He was also the nation's first Commissioner for the Ageing (1985-1990). His most recent academic posts were Professor of Public Policy and Director of the Research School of Social Sciences at the Australian National University, and before that, Dean and Professor, School of Criminal Justice, Rutgers, the State University of New Jersey.

Week 8 (7 March): Managing the New Work (Force)

In this week's session, we will critically assess the traits and ambitions of the new workforce amidst more fundamental new work practices – the virtual office, blurred lines between professional and personal lives and roles, and 'boundaryless' careers. Particularly, we will identify characteristics of new types and generations of workers and how they affect public management and managers. We discuss how to recruit and incentivize new generations of workers (Gen Y and Gen Z), and pay attention to increasing diversity, (reverse) mentoring and coaching practices, and organizational socialization. Also, we will examine the implications for public managers of increasingly virtual and remote office settings – partly as a response to changing needs and desires of new generations – alongside more fundamental developments like robotization and automation of white collar jobs, and decreasing legal protection of public sector labour.

Van der Wal, Z. (2017). *The 21st Century Public Manager*. London: Palgrave Macmillan. Chapter 7.

Hamidulla, M.F. (2016). *Managing the Next Generation of Public Workers*. London: Routledge. Chapter 4.

Case: Reaching Generation Y (Video)

TED talks groups 5 and 6.

Week 9 (14 March): Managing Innovation Forces

In responding to disruptive innovations in industries and markets, public managers have to balance existing labor laws, consumer protection, and quality control with the emerging economic opportunities and customer demand to create a conducive rather than stifling climate for entrepreneurship. Internally, public managers also have to innovate their own policies, practices, and assumptions in responding to assertive stakeholder demands and technological developments, such as cybersecurity threats, social media and big data. However, public managers aspiring to innovate have to justify investing taxpayer's money in experiments with uncertain outcomes. Moreover, they have to overcome pervasive institutional and individual forces constraining change and renewal, and the inherent 'risk averse' cultures of many bureaucracies. In this session, we will discuss and put forward a realistic action perspective on (public sector) innovation, by identifying the five stages of innovation (idea generation, testing, selection, scaling up, and diffusing) and the managerial skillsets and mindsets they require.

Van der Wal, Z. (2017). *The 21st Century Public Manager*. London: Palgrave Macmillan. Chapter 8.

TED talks groups 7 and 8.

Case: Transforming Singapore's Public Libraries (Harvard Business School)

Week 10 (21 March): Managing Ethical Complexities

Public managers in any context will encounter unethical individuals, structures, and systems. Some of these can be mitigated or curbed through effective management. 21st century trends and drivers bring us brand new types of ethical issues, including the blurring between public and private time in new media usage, tensions created by increasing diversity and internationalization, security risks and ethical risks created by big data and artificial intelligence, and the advent of virtual whistleblowing. What kind of analysis is required, why is this so difficult, and what strategy is likely to be effective? Where does unethical behavior come from and how can we incentivize ethical behavior? Should we enforce compliance, increase awareness, emphasize values, or all of the above?

More fundamentally, we can argue public management is all about managing competing sets of values (societal, organizational, professional, and individual), even if unethical behavior does not occur. How do you balance different value sets and systems in producing good governance and creating public value? How do you address daily workplace dilemmas?

Readings:

- Van der Wal, Z. (2017). *The 21st Century Public Manager*. London: Palgrave Macmillan. Chapter 9.
- Van der Wal, Z. (2014). How to Manage Moral Dilemmas at Work. *Challenge Magazine* March/April: 36.

Cases: Making Exceptions (Video), The 'Lying CEO' (Video), The Holiday Dilemma (Written)

Tools: Formulating the Moral Question, The 7-Steps Approach to Ethical Decision-Making (Worksheets distributed in Class)

TED talks groups 9 and 10.

Week 11 (28 March): Managing Short versus Long Time Horizons

In this session, we address the increasingly important issue of managing very short timelines, driven by the never-ending news cycle, as well as long timelines amidst a context of creating resilient and sustainable solutions for super wicked problems. Increasingly accessible foresight capabilities may prove to be enablers for public managers to justify long-term decision making to various constituents. Challenges in preserving institutional memory and 'selling' foresight products to political masters are discussed.

Van der Wal, Z. (2017). *The 21st Century Public Manager*. London: Palgrave Macmillan. Chapter 10.

Kuah, A. (2013). Foresight and policy: Thinking about Singapore's future(s). *Social Space*, 104–9.

Kuah, A. (2015). Stories matter in how we think about the future. *Straits Times*, 29 December 2015. <http://www.todayonline.com/commentary/stories-matter-how-we-think-about-future?singlepage=true>

TED talks groups 11 and 12.

Class exercise/case: TBD

Week 12 (4 April): Managing Cross-Sectoral Collaboration

In this session, we critically assess the key characteristics of successful network managers who have to operate in a world where public sectors are one of many actors (and sectors) driving collective problem solving and service delivery. However, as much as horizontal, collaborative public management sounds

great, establishing trust and accountability within arrangements in which governments are often still formally responsible and accountable for policy outcomes (and even more so, get the blame when things go wrong) is easier said than done. We will discuss recent insights about and real-life examples of co-creation and co-production, and tri-sector collaboration.

Van der Wal, Z. (2017). *The 21st Century Public Manager*. London: Palgrave Macmillan. Chapter 11.

Eggers, W.D. and P. MacMillan (2013). Five cross-sector partnerships innovating to solve social problems. *The Guardian*, Thursday 3 October 2013.

Lovegrove, N. and M. Thomas (2013). Why the world needs tri-sector leaders. *Harvard Business Review*, 13 February 2013.

Case: Singapore Tourism Board – The Redevelopment of Chinatown (Harvard Kennedy School; 9 pages)

TED talks groups 13 and 14.

Week 13 (11 April): Are you ready for the 21st Century (and What About Your Agency?)

In our concluding session, we discuss the contours of the 21st century public manager's profile, and assess the universalism of such a profile. Each of you will assess your own future readiness in the light of your career ambitions and country context. In addition, we outline how governments should start thinking about recruiting, retaining, and developing effective managers by creating 21st century-proof HRM practices and environments. However, it goes without saying public managers do not operate in a vacuum. Clearly, 21st century public management behavior will only come to the fore in enabling organizational environments, ones characterized by entrepreneurialism, adaptation and robustness. We will discuss how such environments look like, how they may (need to) differ between various parts of the world, and how each and every one of us can contribute to future proofing our country's governance, and thereby improve its chances of success in a VUCA world.

Van der Wal, Z. (2017). *The 21st Century Public Manager*. London: Palgrave Macmillan. Chapter 12.

Class exercise: Assess your readiness and your (future or ideal) agency's readiness

Wrap up, Reflections, and Memo Preparation